

CHAPTER V

Personnel and Training

(U) Several key developments affected the Air National Guard from 1986 to 1991. The following historical subjects were key issues during that time period. In the personnel field the development of the dual full time manning program, Active Guard Reserve (AGR) and military technician categories, was explained because of its impact on the entire National Guard personnel system from the National Guard Bureau to all of the states and territories.

(U) Another significant development affecting the Air National Guard from 1986 to 1991 was the continuing development of the overseas training program which was generated by USAF mission requirements. The National Guard Bureau was and continues to be the coordinating agency for all Air National Guard units in the states and territories of the United States of America. The assimilation of the Air National Guard as a total force component of the US Air Force happened as the result of requests by HQ USAF through the NGB for specific mission requirements. This successful interdependent relationship between the ANG and USAF culminated in 1990-1991 with Operations Desert Shield/Desert Storm.

(U) Additional overseas operational training missions for the Air National Guard led to increased activity in Latin America. The Central American projects in particular caused certain state governors to challenge the authority of the

Personnel and Training

Department of Defense to call National Guard units to overseas deployment training without the consent of the governor who is by law the commander in chief of state militia forces. The U.S. Supreme Court decision in the "Perpich versus the United States Government" case put to rest the question of the limits of power that state governors actually had over state military forces. This decision affected the National Guard as a whole, from NGB to all National Guard units and detachments in the field.

(U) The growth of the overseas deployment for training program of the National Guard resulted by circumstance in the "Nation Building/Humanitarian Services" program. The presence of joint task forces of Air and Army National Guard units in the third world countries of Central and South America to build roads and engage in construction projects required these forces to bring along their own support services. Among the support forces for the National Guard engineers were medical units, communications units, and food service units. Together these forces engaged in well drilling, the construction of schools, hospitals, roads, and the provision of medical care for the benefit of the indigenous people in the area of operations. These humanitarian acts were so successful and appreciated that soon other countries around the world were requesting similar support. Nation Building/Humanitarian Services programs provided the National Guard units with meaningful training and also extended good will activities from the United States to less fortunate neighbors without the threat of a permanent military force being present to intimidate the host foreign governments. Again, all of these training activities and services were coordinated by the various divisions of the

Personnel and Training

National Guard Bureau and have positively affected all National Guard programs from personnel to budgets.

(U) The inclusion of minorities and women into the Air National Guard was of great significance to the National Guard, especially in the years following the abolition of the draft and the beginning of the all volunteer force in the American military. There was a steady increase of minorities and women in the National Guard from 1986 to 1991. The ultimate goal of the Chief, NGB, John B. Conaway was to have a representative number of minorities and women in all National Guard units from the communities adjacent to them. Figures on the categories, ranks, and numbers of minorities and women in the Air National Guard for the years 1986 through 1991 are represented in the appendices at the end the history.

The Active Guard/Reserve (AGR) and Military Technician Programs

(U) Historically, full time support for the Air National Guard consisted of three categories of personnel. The first category was a federally funded program of caretakers and clerks employed by the state government to support day to day unit requirements. The second category was the Military Technician (MT) who replaced the state employee by being federally funded civil servants. The third category, and the newest, were the Active Guard Reserve (AGR) personnel which were active duty military personnel with federal status.¹

The Military Technician Program

Personnel and Training

(U) The National Guard began as the result of the Elizabethan "Trained Bands" in the new world colonies in December 1636. Queen Elizabeth I's statute of 1573 required musters four times a year and authorized payment for the attenders. These trained bands evolved over the next three hundred years into a system of state militias which were raised and supported by various communities in each state.² The modern National Guard began in 1903 with the enactment of the Dick Act. As a result of the Dick Act the federal government took an active role in establishing rules for organizing, training, and equipping the militia in accordance with the standards of the regular Army. An amendment to the Dick Act, the National Defense Act of 1916, officially named the militia the "National Guard" and provided full time support to units.

(U) The 1916 National Defense Act authorized "caretakers and clerks" to look after the horses in the cavalry and field artillery units. These full time armory custodians increased service readiness and standards. They also provided continuity to unit operations in between drill periods of training. These custodians and clerks were under state control but were partially paid from federal funds. The state employee system lasted for 65 years. The emergence of the Air National Guard on 18 September 1947 created the need for a new category of full time technician because of the technological complexity of modern weapons systems and a higher state of readiness required by the U.S. Air Force during the Cold War.³

(U) The Cold War began 12 March 1947 when President Harry Truman promulgated the Truman Doctrine, stating support to nations opposing their takeover by "armed minorities or

Personnel and Training

outside pressures" to include Communist insurgencies. The Korean War erupted in June 1950 and the Air National Guard was mobilized to meet the contingency. Many ANG pilots and support personnel were World War II veterans. During the conflict in Korea, four ANG pilots became jet aces and over 1,300 combat citations were awarded to Air Guardsmen.

(U) After the Korean War the ANG handled a major part of continental air defense at one-third cost of the regular Air Force. The ANG missions diversified to include Tactical Air Command (TAC) fighters, fighter interceptors, reconnaissance units, troop carriers, heavy airlift, and aero-medical evacuation. A tradition of active missions continued with 37 ANG squadrons being mobilized for the Berlin Crisis in 1961. The Cuban Missile Crisis of 1962 resulted in 24 hour alerts and transfer of ANG bases to the Air Force. After the Berlin Crisis, ANG technician growth supported the nuclear capability in Air Defense Command units with security and maintenance requirements.⁴

(U) With modern aircraft, the strategic airlift, runway alert missions, and other important Air Force missions in the 1960s the ANG required more skilled maintenance and support personnel. Most Air Guard effort was in federal mission support. The Air Guard of each state was required to fulfill USAF federal missions and secondly was available upon request of the state governor, through the State Adjutant General (TAG), for state missions. The major share of funding and all equipment for the Air National Guard was provided from the Department of Defense budget, hence, federal missions took first precedence. The state share of National Guard cost dropped from 33 percent in 1933 to 6 percent in 1963.

Personnel and Training

By 1968, technicians were paid solely from federal funds. The reason for this change was that a high technical skill level of training was required of Air Guard technicians to maintain aircraft and other equipment allotted to them by the USAF budget.

(U) The skilled technician became the backbone of the new ANG program because of the active ANG missions and complex aircraft and machinery. They constituted approximately 25 percent of the force. Guardsmen called to active duty took an average pay cut of 61 percent from their technician pay. After the Berlin Crisis in 1962, 95 percent of ANG technicians returned to their units. By 1964, the retention rate for ANG technicians had dropped to 54.6 percent due to increased workload following increased mission requirements. The main problem with the technician program was inadequate pay and retirement because each state established its own pay scales. The solution sought by the National Guard Association of the United States (NGAUS) was to give federal civil service status to technicians.⁵

(U) Other problems of the military technician program were the dual pay and retirement system which gave the perception that technicians were paid twice for the same job.

The military technician was paid as a full time employee and then as a drilling reservist one weekend a month and two weeks each summer. He had a 30 year retirement system in his state job and also had a 20 year retirement in his military reservist job. The result was three separate retirement benefits, federal civil service, social security, and military retired pay. This phenomenon bothered some people who thought that "double dipping" was not kosher.⁶

Personnel and Training

(U) In 1976, the Defense Manpower Commission (DMC), under the Office of the Assistant Secretary of Defense, Manpower and Reserve Affairs, reviewed the military technician program and concluded that the same tasks and responsibilities could be performed by active duty military personnel at less expense. Furthermore these tasks could be performed at no loss in effectiveness or at the expense of unit readiness. The DMC estimated that \$270 million per year could be saved by converting military technicians to active duty personnel.⁷

(U) Congress accepted the findings of the DMC study and prohibited the hiring of technicians after 1 October 1977. Current technicians were to be phased out through attrition and then replaced by active duty Reservists. Conversion of technicians to active duty status was another option which was covered by law.

The Active Guard/Reserve Program

(U) On 9 February 1978, the Department of Defense (DOD) began a military duty test involving the Army Reserve (USAR), Army National Guard (ARNG), Air Force Reserve (AFRES), and Air National Guard (ANG). The object of the test was to determine the reserve's ability to attract and hire people in an active duty status in unit or state support. The test was originally scheduled to end on 30 September 1980, but was later amended to end 30 June 1980. This was the beginning of the Active Guard/Reserve (AGR) program.

(U) The ANG benefitted from the program by staffing its

Personnel and Training

training sites with a total of 537 AGR personnel. This preserved technician jobs and prevented training sites from being staffed by civilian contractors. The ANG gained more manpower in addition to the conversion of technician positions. Because HQ USAF required additional force structure in the Air National Guard, the NGB would have been forced to man additional positions with contracted personnel to meet the demands had it not been for the advent of the AGR program. Operational sites such as the five ANG Combat Readiness Training Centers, were staffed by NGB with AGR personnel instead of contracted civilians.⁸

(U) When the DOD test was concluded, the Air National Guard full-time force consisted of approximately 15 percent AGR and 85 percent military technicians. Personnel hired under the AGR program received the same benefits and pay as their active duty Air Force counterparts. Some benefits, such as base exchange and commissary, were available depending on the proximity of AGRs to Air Force or ANG bases.⁹

(U) The Air National Guard by this time, 1979-1980, followed the Air Force Chief of Staff's directives and, as a result, had minimal involvement in the AGR program. The USAF Chief of Staff, General Lew Allen, Jr., did not want to get involved in the AGR/Technician debate as to which system was best. Also, the ANG had maintenance technicians who were of more direct value to the Air Force because of their higher technological skills. These ANG technicians were already integrated into the training involved in the USAF equipment inventory which dealt with electronics and specialized equipment systems.

Personnel and Training

(U) Furthermore, the average pay of ANG technicians was higher than active duty pay at their military grades and so there was no incentive to convert to AGR status. Also Air Guard technicians were more accessible to Air Force and Air Guard command and control because they were physically concentrated at air bases and airfields. Nevertheless, the Air Guard AGR program eventually grew to 7,200 personnel as opposed to the Army National Guard's 20,000 AGR personnel. About 4,000 ANG military technicians converted in place to AGR status which reduced the total technician force to approximately 44,000 personnel.¹⁰

(U) A survey was conducted with ANG flying units in 1986, questioning key full-time staff officers in operations, aircraft maintenance, resource management, and services, on the advantages of the AGR program. Most respondents, approximately 90 percent, agreed that the AGR program increased full-time staffing despite the numerical hiring ceiling on military technicians. This raised unit readiness even though an increase in technicians would have accomplished the same effect. One feature which the AGR program facilitated was that temporary duty (TDY) was much easier to effect for AGRs than for technicians because of the active duty nature of AGR status. Technically, all AGR personnel were on active duty and on call 24 hours a day just like their active duty counterparts. Hence, it was much easier to put together aircrews for missions than to have to consider the status of military technicians for each mission requested by HQ AF or the MAJCOMS. Another major advantage of the AGR program was that units could fill otherwise difficult to fill positions with AGR personnel. For example, it would be difficult to find a Bioenvironmental Technician

Personnel and Training

when the same position could be filled by an E-5 level airman.¹¹

(U) Situations change over time and it was ironic that with the initial 1979 study AGR personnel were more economical to support than military technicians. But after 1982, because of Congressionally mandated military pay raises, AGRs became 35 percent more expensive than military technicians. Thus, the original reason for a change of the full-time workforce from technician to AGR reversed itself. Consequently, the National Guard had a dual workforce of AGRs and Technicians who were drilling Guardsmen.¹²

(U) With the advent of the AGR program two full-time manning programs existed in the Air National Guard. The introduction of military active duty personnel into the preexisting civil service manning program created a condition of inequity between members of the full-time support force. The inequities included comparative differences in pay, benefits, retirement, promotional opportunities, and restrictions on job mobility within the system.¹³

(U) From the end of fiscal year 1977 to the end of fiscal year 1981, the ANG reduced technicians by 1,000 and increased AGRs by 2,700. Morale problems emerged in both programs owing to the uncertainty in future job security of either program. A General Accounting Office (GAO) study in 1977 disputed AGR cost benefits and reported that the technician manpower ceiling was a major reason for converting military technicians to AGRs. This was a means of gaining more manpower to increase unit readiness.

Personnel and Training

(U) The National Guard Bureau contracted the Management Consulting and Research, Incorporated (MCR) report to conclude that the cost of military technicians and AGRs were the same. However, MCR cautioned a detailed position analysis was needed. GAO studied ten units and concluded that there was a \$5.5 million increased cost to convert from military technicians to AGRs.¹⁴

(U) The AGR program was the result of a high-level study by the Defense Manpower Commission (DMC) in 1976 to improve Guard and Reserve competency. The commission determined that the AGR program would provide a full-time force for Guard units at a lower cost, especially in the Air Guard where technicians were paid at a higher level than in the Army National Guard because of their technological skills.

(U) The Air Guard units, which were reluctant beneficiaries of the AGR program, soon recognized the advantages of bringing more AGR personnel into the program to fill full-time positions in addition to the maximum number of personnel allowed by law in the technician program. Congress, with some exceptions, liked the AGR program and supported both the AGR and technician programs in the National Guard.

(U) The theory that the AGR program would bring active force personnel to Guard units which would result in improved unit readiness did not come to fruition. Fault lies with both the regulars and the Guard in this matter. Higher level key positions were jealously preserved for local Guardsmen and lower positions were filled by regulars who often found

Personnel and Training

it difficult to assimilate into local communities. Overall the Air Guard did not embrace the AGR program as enthusiastically as the Army Guard.¹⁵

(U) The success of the Air National Guard in Operation Just Cause, and Operations Desert Shield/Desert Storm and other contingency operations in recent years demonstrated the professional readiness of the Air Guard in working with the Air Force. The high level of full-time manning of Air Guard units through the AGR and Military Technician programs was directly responsible for the effective and total response of the Air Guard to Air Force missions in real world situations.

The assignment of Air Guard units to Air Force Major Commands (MAJCOMS) and their direct involvement in operational readiness of ANG units was instrumental in preparing the Air Guard for their Total Force and success in past and present operations.¹⁶

Overseas Training

(U) The Eisenhower administration marked a new era in the short history of the Air National Guard, formed only eight years earlier in 1946. From 1953 through 1960 the Air Guard experienced dramatic growth and modernization accompanied by an increasingly closer integration with the active Air Force. Generals Ricks and Wilson, both Chiefs of the National Guard Bureau's Air Force Division, believed that Air Guard units could develop a high state of operational readiness demanded by the Air Force. Both Generals sought to expand the Air Guard's missions and demonstrate its operational competence in competition with regular units. The Air Guard began training with the Air Defense Command in

Personnel and Training

the spring of 1953 on an experimental basis and continued this "runway alert" mission through the decade. In 1964 the Air National Guard performed the first overseas training in Germany with fighter interceptors. This was the beginning of an overseas program which would grow and flourish from that time on.¹⁷

(U) During the 1960s the Air National Guard received 28 additional C-121 Constellation air transports from the Navy and 135 G-model C-97 Stratocruisers from the Air Force were converted from air refueling models to cargo models. These additions to the ANG air transport fleet were necessary to assume the new global airlift mission received from the Air Force. The ANG converted and expanded to 25 airlift squadrons with a total of 216 C-97 Stratocruisers. The ANG was then part of the Military Air Transport Service (MATS) and flew missions to Germany, Japan, Hawaii, Spain, North Africa, South America, and other locations as directed by the Air Force. During the Berlin Crisis in 1962, six ANG airlift squadrons were mobilized for eleven months of service. During that time they flew 800 strategic airlift missions to more than twenty-five countries around the world. There were 20,000 Air Guardsmen assigned to the MATS global mission.¹⁸

(U) Air National Guard overseas missions increased throughout the 1970s to include backfill tanker missions to Europe while Air Force refueling units went to Vietnam War service. Operation Creek Party ran from Spring 1967 to Spring 1977 in support of US Air Forces Europe (USAFE) with the ANG supplying eight to ten KC-97 tankers on a permanent rotating basis to Rhein-Main Air Base, Germany. The National Guard Bureau would task Air National Guard upon request of HQ

Personnel and Training

Air Force for unit missions. Air Guard units would respond by assembling aircrews and groundcrews from AGR personnel, volunteers, Active Duty for Training personnel, and even military technicians.¹⁹

(U) In 1978, Operation Coronet Cove began a permanent rotation of four A-7 ANG fighter aircraft and 52 personnel to Howard AFB, Panama. This provided U.S. Southern Command (SOUTHCOM) with close air support to the 193d Infantry Brigade for defense of the Panama Canal and other SOUTHCOM tasked missions. Other training advantages included low level, mountain, jungle terrain missions, and over water navigational missions, averaging 24 sorties per week. These exercises also included refueling with KC-135 or KC-10 tanker aircraft. Originally commander SOUTHCOM requested additional mission support from JCS which tasked HQ Air Force with the missions. HQ Air Force then tasked the Air Guard and AFRES for missions in the southern region because all Air Force resources were either committed to USAFE and to Southeast Asia for the Vietnam War.

(U) At the same time Operation Volant Oak was initiated to provide airlift and tactical airlift support to SOUTHCOM and extended search and rescue capabilities as well. The ANG and AFRES shared this mission by rotating six C-130 aircraft and ground and air crews each week at Howard AFB, Panama. Volant Oak aircraft and crews flew regularly scheduled missions to support the U.S. military and embassies throughout Latin America and special assignment airlift missions on request.²⁰

(U) During the period FY 1983-1986, 11,547 Air

Personnel and Training

Guardsmen trained in Panama and Honduras. In addition to Coronet Cove and Volant Oak missions, training included road construction and repair, medical and civil engineering, airlift support, jungle medicine and survival training and vertical and horizontal construction, particularly in the Panama Canal area. There was no centrally managed system to compile medical and humanitarian assistance supplied to Central America, yet these joint efforts continued as part of the training for the ANG and other service components.²¹

(U) U.S. forces have conducted an almost continuous series of military training exercises in Honduras since 1983.

National Guard training in Honduras expanded from 1983 to 1987. Both Army and Air National Guard personnel conducted road building operations, Operation BLAZING TRAILS, and infantry and armor training exercises, Operation AHUAS TARA.

Guardsmen also deployed to augment and assist active duty personnel conducting training exercises and upgraded and maintained U.S. facilities such as barracks and mess halls. During the BLAZING TRAILS road building operation National Guard units constructed a farm road in the interior of Honduras which provided access to the Aguan Valley which was mainly used by local farmers to take their produce to market.²²

Control of Overseas Training

(U) By 1986 Honduras played a crucial role in the Reagan administration's war against Nicaragua's Sandinista government led by President Daniel Ortega. The U.S. backed Contra rebels were based in Honduras where American forces had built airstrips and radar facilities. Also, U.S. troops

Personnel and Training

held several maneuvers in Honduras beginning in 1983.²³

(U) These were joint exercises designated as AHUAS TARA I, II, and III which involved both U.S. and Honduran armed forces. From 1983 to 1987, a total of 632 Army Guardsmen participated in these exercises in Honduras. During AHUAS TARA III in 1985, new facilities were constructed and existing facilities were upgraded in San Lorenzo. U.S. and Honduran forces conducted an antiarmor exercise in the Choluteca region the country. The antiarmor exercise included a Texas Army National Guard task force which trained with the Honduran Army.²⁴

(U) Since some of the armor exercises were as close as two miles from the Nicaraguan border, some governors saw this as a threat to their authority for DOD to use Guard assets overseas without their consent. Governor Bruce Babbitt (D-AZ), a 1988 presidential hopeful, blocked the request for his Guard troops to train in Honduras because it was "part and parcel of the Reagan administration effort to involve us in war in Central America".²⁵

(U) Other governors involved in the protest of Guard involvement in exercises in Central America were Joseph E. Brennan (D-ME), Robert Kerrey (D-NE), and Governor Rudy Perpich (D-MN). In the Fall of 1986, Congress passed an amendment to the National Defense Authorization Act authored by Representative Sonny Montgomery (D-MS), which prevented governors from refusing to support overseas training missions except where state troops were needed to support a state emergency. This was referred to as the "Montgomery Amendment."²⁶

Personnel and Training

(U) An earlier proposal to deny governors the authority to block use of the Guard to train in foreign countries had been attempted by Senators Barry Goldwater (R-AZ), and Phil Gramm (R-TX), who tried to add such language to a defense appropriations bill in the Senate Armed Services Committee. The matter was delayed pending hearings late in 1986 by the subcommittee on manpower and personnel headed by Senator Pete Wilson (R-CA).²⁷

(U) The democratic Governor of Massachusetts Michael Dukakis (D) unsuccessfully protested plans to have one of his state's National Guard unit train in Honduras and Panama during the winter of 1987. The governor filed suit in January 1988 claiming that the Constitution specifically guaranteed the state's right to raise and train a militia. At that time Dukakis portrayed himself as a strong enemy of the Reagan administration's efforts to oust the Marxist Sandinista government from Nicaragua.

(U) The Court of Appeals for the First Circuit in Boston, overturned Dukakis' protest when he said that "Realistic training missions are an essential part of readiness for the National Guard. You can get that training in Central America, not in Massachusetts". Mr. Bolton went on to say that the Dukakis administration position could lead to "potential chaos, with 50 governors trying to establish foreign policy."²⁸

(U) A federal appeals court ruled on 13 December 1988 that the federal government could not send National Guard units outside of the country without the consent of their

Personnel and Training

governors. That ruling was challenged by the Department of Defense and brought to the Supreme Court. The National Guard Bureau, which administered the Guard training program, issued a statement on 12 December 1988. It stressed that "the NGB would aggressively pursue its overseas deployment program in full compliance with federal law". A DOD official stated that the court's ruling could compromise the readiness of the National Guard and the security of the nation since over half of the Army's combat units and more than 80 percent of air defense interceptor units were assigned to the National Guard.

(U) NGB officials stated that Guard units could not get comparable training in the U.S. because of environmental restrictions and regulations prohibiting construction projects that competed with civilian companies. The training exercises also improved the image of the U.S. in Latin America and prepared the units for rapid deployment overseas in time of war or emergency operations.²⁹

(U) Governor Rudy Perpich of Minnesota filed a lawsuit against the Department of Defense in the Court of Appeals for the Eighth Circuit. Minnesota Attorney General, Hubert H. Humphrey, stated that, "Neither the administration nor Congress has the authority to circumvent the powers granted to the states by the Constitution." The appeals court ruled that the "Montgomery Amendment" was unconstitutional because it deprived the states of their constitutional authority to "train the militia."

(U) Lt Gen Herbert Temple, Jr., Chief NGB, stated, in the absence of a Supreme Court decision, that if a governor refused to allow his troops to participate in overseas

Personnel and Training

training the state would be in danger of losing federal funds for Guard operations and would have its equipment transferred to another state.³⁰

(U) On 18 April 1989, the Supreme Court, without comment, supported the First U.S. Circuit Court of Appeals ruling that upheld the constitutionality of the 1986 "Montgomery Amendment" to the National Defense Authorization Act. Although statutes which govern the National Guard typically required the consent of the governor for ordering a state's Guard units to active duty. That provision of the law barred any objection of the governors to "location, purpose, type, or schedule" of National Guard training. U.S. District Judge Robert Keeton held that Congress' power to raise and support armies overrides the states' authority to train the militia. His decision was partially based on a 1918 Supreme Court ruling that allowed state militiamen to be drafted into federal service for World War I.

(U) According to the National Defense Act of 1933, Congress had instituted a system under which National Guard members enlist simultaneously in a state guard, (the militia), and the federal organization, the National Guard of the United States. The latter was a reserve component of the national armed forces. State Guard forces could be called into active federal service under circumstances outlined by Congress. Defense Department lawyers stated that, "It would be incongruous to hold that the Constitution gives Congress the power to establish these reserves as components of the national armed forces, but at the same time withhold authority from federal authorities to conduct their training."

Personnel and Training

(U) The Supreme Court found that the "unchallenged validity of the dual enlistment system means that the members of the National Guard of Minnesota who are ordered to active duty are relieved from duty in the National Guard of his State or Territory, or of Puerto Rico or the District of Columbia, as the case may be, from the effective date of his order to active duty until he is relieved from that duty (32 U.S.C. para 325a)." The Supreme Court added that, "Upon being relieved from active duty in the military service of the United States all individuals and units shall thereupon revert to their National Guard status."³¹

(U) After a July 1988 U.S. General Accounting Office (GAO) report to Representative Richard A. Gephardt, (D-MO), the underlying fear of the governors that National Guard units involved in training in Central America would become embroiled in the fighting between Honduras and communist Nicaragua was dismissed. According to the GAO report, discussions with SOUTHCOM, the National Guard Bureau, the U.S. Agency for International Development (AID), and National Guard troops participating in Central American exercises, together with GAO reviews of unit after action reports and on-site visits to Honduras, indicated that no hostile incidents had occurred during training exercises involving National Guard troops. Honduran forces and U.S. military police had provided perimeter security for the areas occupied by Guard troops. Participating Guardsmen had been briefed on anti-terrorist activities, and under SOUTHCOM directive, security personnel had carried live ammunition.

(U) Some National Guard units had conducted exercises

Personnel and Training

as close as three miles to the Nicaraguan border and extra precautions were taken to provide security. Observation posts had been continually manned and perimeters had been surrounded with concertina wire. None of the Guard units would remain in areas of possible hostilities. For example, in 1987 when a Florida artillery unit had learned that hostile activities occurred about 25 miles from their area, the entire unit had been immediately withdrawn to Palmerola Air Base, approximately 70 miles distance from the fighting.

(U) According to SOUTHCOM and NGB officials, efforts had been taken to ensure that National Guard training did not aid or give the appearance of aiding the Contras. The GAO observed road building exercises in Honduras in 1986 and 1987 in a review of National Guard training there. This was done to insure that there was no contact between the Guardsmen and Contras. A review of official records at National Guard Bureau and at the States Adjutants General offices together with discussions of officials at the U.S. Embassy Honduras, AID, and NGB had disclosed no unauthorized contact or assistance of the Contra elements in Central America.³²

(U) The case of the governors versus the U.S. Government in the overseas deployment for training of National Guard troops was over. The Federal Government and the DOD overrode gubernatorial authority over National Guard training funded by federal dollars. The National Guard, both Army and Air, benefitted from these overseas training missions. The missions provided operations in a real world scenario and training involved all of the preliminaries required for mobilization in time of war. Unit readiness was improved by conducting deployment, operations, and

Personnel and Training

redeployment phases for each overseas mission. The Guard provided services to SOUTHCOM and to the countries in which Guard forces operated. U.S. foreign policy was strengthened when the National Guard provided a non-threatening military presence to the host countries while performing their operational missions and humanitarian services to local populations.

Nation Building and Humanitarian Services

(U) There were two treaties signed in regard to U.S. national defense objectives in Latin America. The Rio Treaty signed in 1947 by the U.S. and twenty-two other Western Hemisphere countries provided protection for the region much the same as the NATO Treaty did for Europe. The second treaty was the Bilateral Mutual Defense Treaty signed in 1964 between the U.S. and Honduras. This treaty was reiterated and updated in 1986 which increased some U.S. support requirements and called for closer ties between the U.S. and Honduras.

(U) The role of the U.S. military in Latin America consisted of security assistance, intelligence sharing, and the establishment of military contacts. U.S. military aid to Central America was appropriated by Congress and given to certain countries to provide weapons, equipment, spare parts, training and other materials and services needed to enhance defense and internal security. That foreign aid consisted of one out of every four U.S. dollars given to the region for assistance. The greater share of this economic aid went for economic development in the region. Basically this was a counter to Soviet and Cuban military adventurism in the

Personnel and Training

area.³³

(U) The reserve components' deployments to Central America were primarily in support of Joint Chiefs of Staff, SOUTHCOM, or service exercises. These deployments began on a regular basis with Operations Volant Oak and Coronet Cove in Panama in 1978. Training included road construction and repair, medical and civil engineering, airlift support, jungle medicine and survival training.

(U) There was no centrally managed system to compile medical and humanitarian assistance supplied to Central America. Instead humanitarian assistance was normally rendered on a case-by-case basis in conjunction with scheduled training activities. As early as 1985, Military Airlift Command (MAC) had transported 450,000 pounds of humanitarian support cargo to Central America in response to severe earthquakes in the area. Also authority was granted by Congress in the Defense Authorization Act of 1985 for Department of Defense to transport privately donated humanitarian cargo to Central America on a space available basis at no cost to the donor.³⁴

(U) The "Nation Building and Humanitarian Services" program was launched by the NGB in the 1980s when SOUTHCOM requested through the Joint Chiefs of Staff that National Guard forces help the command with their missions in Latin America. The JCS tasked HQ Air Force with the resources to do these missions. HQ Air Force in turn further tasked the Air Guard, through NGB, to provide the resources from Air and Army Guard assets. It started with the road building exercise that General William A. Navas, Jr., Puerto Rico, led

Personnel and Training

on the Azuero Peninsula, Panama from 1983-1984. The National Guard acquired another road building exercise in Honduras in the mid-1980s and other construction projects in Panama. A fifty kilometer road was built in Honduras and dedicated in June 1992 following some seven years of work.³⁵

(U) The Army and Air National Guard conducted joint exercises which required all types of support elements because they had to be self sustaining. Along with the construction engineers National Guard medical teams were present. The Air Guard engineers would drill wells and set up base camps, Army and Air Guard communications units would establish radio nets. Medical care was provided to the U.S. forces by Air and Army Guard medical units. These units provided medical support not only to Guard forces but also to the local population and included all services from innocations to delivering babies. National Guardsmen helped and healed the native people in the areas where these projects were taking place. Some of the people in these countries, such as Panama, Guatemala, and Honduras, welcomed the return of National Guardsmen each year because of those humanitarian services.

(U) After the earthquakes in Ecuador in 1986, National Guard engineers were sent to the Amazon River Basin on the east side of the Andes Mountains to build roads and bridges. Along with the construction contingent ANG and ARNG medical teams were dispatched to the region. This was the most difficult logistical nation building exercise which the National Guard had ever attempted to date. The altitude was one of the obstacles to overcome in adjusting equipment and personnel to function in the thin Andean air. The

Personnel and Training

carburetors on motorized equipment had to be constantly adjusted because of extreme changes in altitude. Some personnel were afflicted with "soroche", or altitude sickness, due to the thin air.

(U) In Costa Rica a road building project was begun in late 1991, which included building school houses and water well drilling. In Panama, the National Guard built a thirty mile road and rebuilt schools along the way. The construction projects and humanitarian assistance projects were not without sacrifice; in Honduras there were six Army Guard fatalities and six Honduran Army fatalities in almost seven years. The host country, in this case, lost soldiers to hostile action in protecting the National Guardsmen on project duty. The National Guard deaths were due to construction or equipment accidents. The road building project in Honduras was also the project which caused Governor Perpich to sue the U.S. Government regarding National Guard overseas training. Governor Perpich had been convinced that this project was a "road to war" in Central America. That turned out to be a false conclusion. The road that was built was strictly a farm to market road which benefited the native people directly. Those projects proved to be the "leading edge" in international activities which were sometimes controversial but always benefitted the host countries and their peoples.

(U) Those humanitarian projects were particularly effective because they were not done with active duty troops which would have intimidated the host government. Rather, all projects were conducted by the "citizen soldiers and airmen" of the National Guard who represented a system of

Personnel and Training

civilian authority over the military. General Conaway, Chief of the NGB, stated that "these humanitarian projects were one of the best arms which America extended to her friends and neighbors in helping people who were less fortunate to improve their lives." Besides SOUTHCOM, the Atlantic Command (LANTCOM), which was responsible for the Caribbean area, invited the Guard to participate in projects to build roads, schools, hospitals, and provide medical care and drill wells in Jamaica in 1991 and 1992. General Powell, Chairman of the Joint Chiefs of Staff, inspected the area where these Guard projects occurred which was close to his parents home. The Guard rebuilt the YMCA on the island of Antigua, which provided a drug free zone to the local people. Other projects were launched in the Caribbean area including construction projects for roads, schools, and hospitals on Domenica and in the Dominican Republic.

(U) Recently the "Nation Building and Humanitarian Services" program involved the National Guard in construction and relief efforts in Africa through the Deputy Commander in Chief of the U.S. European Command (EUCOM). Both Niger and Senegal had requested construction and medical support for their people. The program had grown to consider requests from the Baltic Nations of Latvia, Estonia, and Lithuania as well as the Eastern European nations. The Pacific Command had also requested relief construction and medical missions.

General Conaway said that "My motto since becoming Chief, NGB is 'Adding Value to America' which means not only providing domestic tranquility but also providing value to America by what we do outside of the United States. The Nation Building/Humanitarian Assistance programs that we have pursued in the National Guard will continue, they are

Personnel and Training

worthwhile, and are cost effective. You can't put a dollar value on all of the good that results from these programs."³⁶

Women and Minorities in the Air National Guard, 1986-1991

(U) Since women were integrated into the USAF in 1948, the Air Force has totally integrated women into all selection programs, competing along side of their male counterparts for promotion, professional military education, and in all other areas.³⁷

(U) Since the repeal in 1967 of the Women's Armed Services Act of 1948 which limited the number of women in the Air Force, the numbers of women have grown steadily but slowly. In 1963, women constituted no more than two percent of Air Force strength. By Fiscal Year 1987, that number had grown to nearly 13 percent of the Air Force.

(U) Women served in most officer career fields and in all but four enlisted specialties by 1987; combat control, tactical air command and control, aerial gunnery, as well as pararescue and recovery. While the Air Force excluded women from some specific combat related positions, these positions only amounted to three percent of Air Force specialty codes.³⁸

(U) In 1977, the first woman completed Air Force pilot and navigator training. Since that time, women flew every type of aircraft in the Air Force inventory, from the supersonic T-38 jet trainer to the world's largest aircraft at the time the C-5 Galaxy. Women participated in Operation

Personnel and Training

Urgent Fury, the Grenada rescue operation in 1983, and in Operation El Dorado Canyon, the air strike on Libya in 1986.

(U) In 1977, women became combat crew members in the Titan missile system for the first time. In 1984 women were assigned to the Airborne Warning and Control System (AWACS).

In 1986 women became aircrew members on the KC-10 air refueling aircraft. The security specialty opened to women in 1984 and in 1986 the RC-135 reconnaissance aircraft and EC-130 electronic countermeasure aircraft were opened to women crew members. By 1987 women in the Air Force served in significant numbers in specialties other than the traditional duties assigned to them. For example, by 1987 there were twice as many women in aircraft systems maintenance than there were female dental assistants. By 1987 women transitioned into the Minuteman and Ground Launched Cruise Missile systems.³⁹

(U) The Deputy Chief of Staff, Personnel, U.S. Air Force, Lt Gen Thomas A. Hickey, stated that as of 31 January 1990 there were a total of 75,820 women in the USAF. That number included 13,381 female officers, and 62,439 enlisted females. The number of women in the Air Force increased from 2.3 percent of the force, about 16,000 in 1972, to 13.5 percent, approximately 100,000, in 1990. Women served in all of the officer career fields with the exception of combat aircraft. Women served in all but four enlisted career areas; defensive aerial gunner, pararescue, combat control, and tactical air command and control. In all 97 percent of Air Force positions were opened to women by 1990-1991.

(U) Women were not allowed to join the Air National

Personnel and Training

Guard until 1956 when President Dwight D. Eisenhower authorized the appointment of female nurses under the provisions of Public Law (PL) 845. The first woman to join the Air Guard was Captain Norma Parsons Erb. She joined the New York ANG as a nurse. She rose to the rank of colonel before retiring from the Air Guard in 1986. Colonel Erb had a distinguished active duty career, serving in the Army Air Forces during World War II in the Europe-Africa-Middle East (France and Egypt), and the China-Burma-India theaters of war. She returned to duty during the Korean War and was the first woman to earn the Air Force Medal.

(U) Women who were not nurses waited another eleven years before PL 90-130 was enacted in November 1967. It removed the two percent personnel strength and rank ceiling limitations imposed in 1948 by the Women's Armed Services Act, also called the Women's Integration Act. The new law allowed women to be married and remain in the military, but it did not permit them to have dependents or receive dependent compensation in the military. Despite those limitations the National Guard Bureau authorized the states to enlist and appoint Women in the Air Force (WAF) on 1 July 1968. That policy change opened non-medical positions to women.⁴⁰

(U) Despite the advances in opportunity granted by law the Air National Guard was primarily an all white male force until 1973. When the draft ended in 1973, the National Guard still had a highly-educated force, but also retained members who were in the Guard to avoid conscription during the Vietnam War. With regard to the end of the draft, General Conaway stated that the "all-volunteer force is one of the

Personnel and Training

best things that has happened to the National Guard and the country. If you look at the progress of the Guard in the 356 years of its existence all of the equal opportunity advances for minorities and women have happened within the last 18 years since the end of the draft."

(U) Prior to the end of the draft, the majority of ANG units were combat or flying units which were to be deployed in time of war. Women were prohibited by law from belonging to combat arms and units except for nursing and Medical Corps billets. In the regular forces, women belonged because in time of war because they would stay behind in administrative positions. That policy changed with the adoption of the all volunteer force in 1973 and consequently women were placed in service and service support units as well as aviation units except for fighter and attack helicopter aircraft.⁴¹

(U) In 1974, the ANG had only 1,227 women, which was 1.3 percent of the total force. By 26 March 1986 there were 12,551 women in the Air Guard or 11.4 percent of its personnel strength. Minority groups, consisting of blacks, Hispanics, Native Americans, Asians and others numbered 4,174, or 4.4 percent of the ANG in 1974. The Air Guard's 26 March 1986 totals show that the minority population increased to 16,130, or 14.6 percent of the total force. General Conaway, then Director of the ANG, stated that "The Air Guard has worked hard and made great progress (in the recruiting of women and minorities)....We want our organizations to be as totally representative as they can of the communities they represent." General Conaway stated that if the community population had a certain percentage of a particular race, then the local ANG unit should reflect that percentage. He

Personnel and Training

went on to say that the same was true for females, not just race and ethnic groups. General Conaway stated that, "We have gone from basically zero, less than 1 percent females and minorities in the Air National Guard, to almost 13,000 females and 20,000 minority members (by 1986)." ⁴²

(U) By June 1987, more than half of the female officers in the ANG, or 732 persons, were in the grades of second lieutenant through captain. They composed 12.3 percent of the Air Guard officer corps in those ranks. There were also 202 female majors, 105 lieutenant colonels and one colonel. In the enlisted ranks the number of women increased by 1,373, or 12.3 percent of the ANG's 100,135 enlisted members. Of those 12,339 women, 5,746 were in the grades of airman basic through sergeant and made up 15.7 percent of the ANG enlisted personnel in those ranks. There were also 4,230 females in the grade of staff sergeant which was 14.3 percent of all ANG E-5s. In 1987 there were 1,872 female technical sergeants, 460 master sergeants, 30 senior master sergeants, and one chief master sergeant. There were few women in the senior officer and enlisted grades because they lacked the minimum years of service required by 1987. ⁴³

(U) The numbers of women and minorities in the Air National Guard had continued to rise steadily over the years. When the Air Guard was mobilized for Operations Desert Shield/Desert Storm about 10,000 women and approximately 20,000 minorities went with Army and Air Guard forces to the Persian Gulf area. The call-up amounted to 80,000 personnel and of those numbers 20,000 were minorities and women. This was a great change in the culture and makeup of the National Guard. As of 31 December 1991, over one fourth of the Army

Personnel and Training

National Guard were minorities and 15 percent of the Air National Guard were minorities. During the same time period, 12 percent of the Air National Guard population were females, and 10 percent of the Army National Guard were females.

(U) The first female general officer in the National Guard was appointed in early 1992, Brig Gen Roberta Mills, ANG Nurse Corps, from the Tennessee Air National Guard. General Conaway, stressed the gains made by women in the National Guard. He stated that, "The Army and Air National Guard both have female division chiefs at NGB. In the field we are moving blacks and other minorities up into command positions as fast as we are able."

(U) General Conaway emphasized that the role of the National Guard was "America's community based national defense force. I will not be happy until equal opportunity is an everyday occurrence and minorities and women are able to excel to the positions of responsibility and leadership which they deserve."⁴⁴

Summary and Conclusions

(U) The dual full-time manning system of the National Guard, both the military technician program and Active Guard Reserve program, has a significant impact on the National Guard program both at the National Guard Bureau and in the states and territories of the United States of America. The military technician program allowed the Air Guard to maintain an institutional knowledge in its units and the AGR program allowed the Air Guard flexibility in mission assignments and additional personnel requirements.

Personnel and Training

(U) The growth of Air National Guard overseas training had significant implications for U.S. foreign policy and on the readiness level of the Air National Guard units involved. The growth of ANG overseas training missions resulted from requests of USAF headquarters and the JCS during the Vietnam War. This led to the further maturation of the ANG in operations and real world missions. But it also resulted in the controversy over state versus federal control of the National Guard in overseas training in the case of "Perpich vs the U.S. Government" which was decided by the Supreme Court. The Court's decision reinforced the existing policy that the federal government had priority over state governments when Guard units were mobilized or tasked with overseas training.

(U) The development of overseas training, initially in Latin America, led to the "Nation Building and Humanitarian Services" program endorsed by the Department of Defense. It focused primarily on medical and engineer support of training and operations of the ANG and ARNG overseas.

(U) Finally, there has been substantial growth in the numbers of minorities and, particularly, women in the Air National Guard since the end of the Vietnam War. The opportunities available to women in the ANG were made possible by the enactment of PL 90-130 in November 1967, which removed the 2 percent personnel strength and rank ceiling for women in the armed forces, and with the end of the draft and beginning of the all volunteer armed forces in 1973. The numbers of women and minorities has increased steadily in the ANG and USAF since those last dates. Figures

Personnel and Training

for the period 1986-1991 can be found in the appendices of this history.

Personnel and Training

Notes

1. Staff Study (U), Maj Roger M. Miller, Air Command and Staff College, "Air National Guard Full Time Support," Defense Technical Information Center (DTIC), #88-1840, 11 May 88, p. 4, SD V-1.
2. John K. Mahon, History of the Militia and the National Guard, (MacMillan, Inc, New York, 1983), p 9.
3. Staff Study (U), Maj Miller, "ANG Full Time Support," p 4. SD V-1.
4. Staff Study (U), Capt Gerald C. Olesen, Air Command and Staff College, "ANG Combat Readiness-Technician or AGR?", DTIC #86-1905, p 5. SD V-2.
5. Staff Study (U), Maj Miller, "Air Guard Full Time Support", p 4. SD V-1.
6. Ibid., p. 7.
7. Staff Study (U), Capt Olesen, "ANG Readiness," p 4. SD V-2.
8. Staff Study (U), Maj Miller, "ANG Full Time Support," pp 7-8, SD V-1.
9. Staff Study (U), Capt Olesen, "ANG Readiness," p 5. SD V-2.
10. MFR (U), Mr. Gary Gault, NGB-PAH, with Mr. Tom Link, Director, NGB Joint Staff, Subject:"Growth of the AGR Program and Contrast with the Technician Personnel Program," 20 July 1992. SD V-3.
11. Staff Study (U), Capt Olesen, "ANG Readiness," pp 17-24, SD V-2.
12. MFR (U), Mr. Tom Link, SD V-3.
13. Staff Study (U), Maj Lewis F. Wolf, Air Command and Staff College, "Living With Two Full Time Manning Programs in the Air National Guard," April 1987, p xi. SD V-4.
14. Staff Study (U), Maj Miller, "ANG Full Time Support", pp 7-9. SD V-1.
15. MFR (U), Mr. Gary Gault, NGB-PAH with Lt Gen Herbert R. Temple, Jr. (ret), Chief, NGB, 1986-1990, on 2 July 1992, Concerning the Growth of NG Unit Training and the Active Guard Reserve (AGR) Program, SD V-5; MFR (U), Mr. Gary Gault, NGB-PAH, with Mr. Daniel Donohue, Chief, NGB Office of Public Affairs, On the Increase of Training in the National Guard from 1979-1991, 15 July 1992. SD V-6.
16. MFR (U), Mr. Gary Gault, NGB-PAH with Lt Gen John B. Conaway, Chief, NGB, Concerning the Air National Guard and Total Force Mission with the US Air Force, on 5

Personnel and Training

August 1992. SD V-7.

17. Charles J. Gross, Prelude to the Total Force: The Air National Guard, 1943-1969, (Office of Air Force History, Washington D.C., 1985), p 91, 95.

18. Article (U), National Guard Magazine, "Guard Transport Fleet Goes 100% Global," October, 1963, pp 22-23.

19. MFR (U), Gen Conaway, SD V-7.

20. SGTs Tim Erhardt and William Boylan, "Continuing the Air Guard Mission in Latin America", National Guard Magazine, Vol XLIV, No.3, March 1990, pp 30-34.

21. Cong Record (U), Secretary Shaw, Assistant Secretary of Defense for Reserve Affairs, U.S. Senate Appropriations Subcommittee FY 1988, 100th Congress, First Session, p. 711.

22. Rprt (U), U.S. General Accounting Office Report to the Honorable Richard A. Gephardt, House of Representatives, "Central America-U.S. National Guard Activities", July 1988, pp 7, 11, SD V-8.

23. Paul Glickman, "Governors vs. US - Who Should Control National Guard", Christian Science Monitor, 4 November 1986, p 3.

24. Rprt (U), GAO to Representative Richard Gephardt, "Central America - U.S. National Guard Activities", pp 7-8, SD V-8.

25. David S. Broder, "Hands Off National Guard, Governors Say", The Washington Post, 27 August 1986, p 5.

26. Neal R. Peirce, "Tug of War Over National Guard", Baltimore Sun, 2 Sept 86, p 5.

27. T.W. McGarry, "Pentagon Now Calls Shots for California's Weekend Warriors", Los Angeles Times, 4 July 1986, p 3.

28. Michael Hedges, "Court Rejects Dukakis' Effort to Block Guard Mission", Washington Times, 26 October 1988, p 3.

29. Bernard E. Trainor, "Rehearing Sought on Curb on Militia", New York Times, 14 December 1988, p 22.

30. Ibid.

Personnel and Training

31. Linda Ponce, "High Court Rejects Dukakis' Bid to Halt Guard Tour", The Washington Times, 18 April 1989, p 3. Report (U), Supreme Court of the United States (Syllabus), "Perpich, Governor of Minnesota, et al v. Department of Defense, et al.", pp 1, 10
32. Report (U), GAO to Rep Gephardt, "Central America, U.S. National Guard Activities", pp 11-13, SD V-8.
33. Brfg (U), Lt Gen Herbert R. Temple, Jr, Chief, National Guard Bureau, produced by NGB Office of Public Affairs, "The National Guard and Central America", 1988, pp 11-12, SD V-9.
MFR (U), Gary Gault, NGB-PAH, Interview with Mr. Paul Rice, ANGRC/DOX, Exercises and Deployments, Concerning Training Exercises of the Air National Guard, 1986-1991, on 8 July 1992. SD V-10.
34. Rprt (U), Department of Defense Appropriations for Fiscal Year 1988, Hearings Before a Subcommittee on Appropriations U.S. Senate, "Guard/Reserve Deployments to Central America", pp 711-712; Briefing (U), General Temple, Chief, NGB, 1988, p 20.
35. MFR (U), Lt Gen Temple, SD V-5.
36. MFR (U), Gen Conaway, SD V-7.
37. Rprt (U), Lt Gen Thomas A. Hickey, Deputy Chief of Staff, Personnel, USAF, in a Hearing before the Military Personnel and Compensation Subcommittee of the Committee on Armed Services House of Representatives, 100th Congress 2d Session, 20 March 1990, pp 41-42.
38. Ibid, p 171.
39. Ibid, pp 41-42.
40. Rprt (U), Lt Col Janet S. Drew, OIC ANGRC/DPM, ANG Personnel Management Branch, "History of Women in the Air National Guard", 17 July 1992, pp 2-3, SD V-11.
41. MFR (U), Lt Gen Conaway, SD V-7.
42. Article (U), Pat Dalton, Air Force Times Newspaper, "More Women, Minorities Participate in ANG", 21 April 1986, p 17.
43. Article (U), Pat Dalton, Air Force Times Newspaper, "ANG Recruitment of Women Continues to Rise", 8 June 1987, p 21.
44. MFR (U), Gen Conaway, SD V-7.